

Message Text

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ACTION IO-13

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CIAE-00 INR-07 NSAE-00 IGA-02 EB-08 OMB-01 TRSE-00
ABF-01 CU-02 PA-01 PRS-01 USIA-06 /062 W
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P R 121105Z MAR 77
FM AMEMBASSY LUSAKA
TO SECSTATE WASHDC PRIORITY 5183
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C O N F I D E N T I A L SECTION 1 OF 2 LUSAKA 0667

E.O. 11652: GDS
TAGS: PFOR AORG XJ
SUBJ: UN INSTITUTE FOR NAMIBIA

REF: STATE 048956

SUMMARY: SIX MONTHS EXPERIENCE HAS REVEALED THAT THE UN INSTITUTE FOR NAMIBIA'S GOAL OF TRAINING A CADRE OF MIDDLE LEVEL CIVIL SERVANTS FOR AN INDEPENDENT NAMIBIA WAS OPTIMISTIC. THE INSTITUTE IS ADJUSTING ITS PROGRAM TO MEET THE CAPABILITIES AND NEEDS OF ITS STUDENTS. WITH THE CURRENT 100 STUDENTS THROUGH ONE-QUARTERS OF THEIR PROJECTED TWO YEAR CURRICULUM THE SCHOOL ADMINISTRATION AND INSTRUCTION APPEARS TO BE GOOD, REALISTICALLY ORGANIZED AND EFFECTIVE. WHILE THE COST OF THE INSTITUTE ARE HIGH, IT HAS SYMBOLIC SIGNIFICANCE WHICH IS DIFFICULT TO MEASURE MONETARILY. THE EMBASSY BELIEVES THAT THE LEVEL OF LAST YEAR'S US CONTRIBUTION IS ABOUT RIGHT AND THAT OTHER DONORS SHOULD BE LOOKED TO FOR INITIAL OR INCREASED CONTRIBUTIONS. THE UN INSTITUTE FOR NAMIBIA WOULD NOT SEEM TO BE A VIABLE PRECEDENT FOR THE CREATION OF A SIMILAR INSTITUTE FOR ZIMBABWEANS. NOT ONLY ARE THE COSTS HIGH, BUT MANY ZIMBABWEANS
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POSSESS A HIGHER EDUCATIONAL LEVEL AND THEIR NEEDS ARE DIFFERENT. ALSO AMONG THE ZIMBABWEANS THERE IS THE POSSIBILITY OF ACUTE POLITICAL TENSIONS BECAUSE OF NATIONALIST GROUP RIVALRIES. PERHAPS IT WOULD BE BETTER TO EXPLORE THE POSSIBILITY OF SUBSIDIZING ADJOINING COUNTRY INSTITUTIONS AS A WAY OF MORE QUICKLY AND LESS EXPENSIVELY MAKING AVAILABLE TO MORE ZIMBABWEANS

SUITABLE EDUCATIONAL OPPORTUNITIES. END SUMMARY.

1. THE UN INSTITUTE FOR NAMIBIA WAS ESTABLISHED TO TRAIN NAMIBIANS FOR MID-LEVEL CIVIL SERVANT POSITIONS IN AN INDEPENDENT NAMIBIA; SIX MONTHS OF OPERATION HAS LED TO A LOWERING OF EXPECTATIONS. ALTHOUGH SCREENED PRIOR TO ADMISSION, IT HAS BEEN FOUND THAT IN PRACTICE THE STUDENTS HAVE AN EXTREMELY LIMITED BACK-GROUND IN ENGLISH AND LACK THE GENERAL EDUCATION FUNDAMENTALS REQUIRED FOR ADVANCED STUDIES. CONSEQUENTLY THE FIRST SIX MONTHS OF OPERATIONS HAVE BEEN DEVOTED TO THE TEACHING OF ENGLISH, TRAINING IN STUDY HABITS AND TO STRENGTHENING THE STUDENTS' MEAGER QUALIFICATIONS IN THE FUNDAMENTALS. THIS NEED TO CONCENTRATE ON BASICS MAKES IT DOUBTFUL THAT THE INSTITUTE WILL COME CLOSE TO ITS GOAL OF TRAINING STUDENTS TO THE POINT WHERE THEY CAN BE EFFECTIVE CIVIL SERVANTS.

2. IN THE PROPOSED SECOND YEAR PROGRAM (THE STUDENTS FOLLOW A TWO-YEAR CYCLE), STUDENTS WILL BE EXPECTED TO CONCENTRATE ON ONE OF THE FIVE DIVISIONS OF THE INSTITUTE. THESE ARE: (A) CONSTITUTIONAL, LEGAL AND JUDICIAL AFFAIRS, (2) HISTORICAL POLITICAL AND CULTURAL, (3) ECONOMICS, (4) AGRICULTURE AND LAND RESOURCES, AND (5) SOCIAL AND EDUCATIONAL. ENCOURAGED BY THE PROGRESS MADE BY THE STUDENTS IN GAINING BACK-GROUND IN THE BASICS DURING THESE FIRST SIX MONTHS, THE STAFF AT THE INSTITUTE ARE HOPEFUL THAT THE STUDENTS WILL BE READY TO GRAPPLE WITH THESE SUBJECTS. GIVEN
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THE STUDENTS LACK OF PREPARATION ON ENTRY AND THE LIMITED AMOUNT OF CATCHING UP THAT CAN BE DONE IN ONE YEAR, THE EMBASSY IS SKEPTICAL ABOUT THE STUDENTS' ABILITY TO HANDLE SUCH SUBJECT MATTER, EXCEPT AT A BASIC INTRODUCTORY LEVEL.

3. THE PRESENT STUDENT BODY OF 100 RANGES IN AGE FROM 17 TO 40 AND CONSISTS OF 60 MEN AND 40 WOMEN. THE NUMBER OF WOMEN STUDENTS IS SOMEWHAT HIGHER THAN WAS INITIALLY ANTICIPATED. STUDENTS TURNOVER IN THE FIRST SIX MONTHS HAS BEEN MINIMAL. AMONG THE STUDENTS THERE ARE APPROXIMATELY 20 SWANU SYMPATHIZERS WITH THE REMAINDER BELIEVED TO BE SUPPORTERS OF SWAPO. THIS POLITICAL MIX HAS CAUSED NO SERIOUS PROBLEMS. ACCORDING TO THE DIRECTOR WHILE THE STUDENTS HAVE DISCUSSED THEIR DIFFERING POLITICAL VIEW, IT HAS CAUSED NO MORE ADMINISTRATIVE PROBLEMS THAN RIVALRY OVER GIRLS AND THE DIFFERENCES WHICH EXIST BETWEEN THE STUDENTS OF PREDOMINANTLY TOWN AS OPPOSED TO

RURAL BACKGROUNDS. THE STUDENTS APPEARED TO HAVE RESPONDED WELL TO THE INSTITUTE ATMOSPHERE AND DISPLAY INCREASING SERIOUSNESS ABOUT THEIR ACADEMIC EFFORTS. ACCORDING TO PRESENT PLANS, IF HOSTEL FACILITIES CAN BE PROVIDED, A SECOND ONE HUNDRED STUDENTS WILL ENTER THE INSTITUTE IN JUNE/JULY 1977. IT IS ESTIMATED THAT TO PROVIDE HOSTEL FACILITIES FOR THESE ADDITIONAL STUDENTS, US \$218,720, NO INCLUDED IN THE FY 1977 BUDGET ESTIMATE, WILL BE NEEDED.

4. ALL THE TEACHING POSTS HAVE BEEN FILLED WITH THE EXCEPTION OF AN ECONOMICS LECTURER NOW BEING RECRUITED. THE STAFF AND ADMINISTRATORS THE EMBASSY HAS COME IN CONTACT WITH ARE ENTHUSIASTIC, ABLE AND TAKE THEIR WORK SERIOUSLY. THE DIRECTOR IS PLEASED WITH THE PERFORMANCE OF THE INSTRUCTIONAL STAFF WITH THE EXCEPTION OF ONE LECTURER WHO FEELS HE SHOULD BE A SENIOR LECTURER, NOT
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A LECTURER.

5. THE DIRECTOR IS URBANE, WELL ORGANIZED, INTENT ABOUT HIS WORK AND PLANS A CONTINUING ROLE IN THE DAY TO DAY OPERATION OF THE INSTITUTE. HE HAS PERSONALLY INTERVIEWED ALL THE STUDENTS ABOUT THEIR EDUCATIONAL PROGRESS AND ADJUSTMENT TO THE SCHOOL. THE ATMOSPHERE OF THE SCHOOL AND THE DEMEANOR OF THE STUDENTS INDICATE THAT THE ADMINISTRATION AND THE FACULTY ARE PERFORMING EFFECTIVELY AND THAT PUPIL-TEACHER RELATIONS ARE GOOD.

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ABF-01 CU-02 PA-01 PRS-01 USIA-06 /062 W
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6. THE INSTITUTE IS OPERATED UNDER UN ADMINISTRATIVE AND FISCAL REGULATIONS. DIVISION HEADS (ASSISTANT DIRECTORS) ARE PAID ON THE UN SCALE P-4 LEVEL, SENIOR LECTURERS AT THE P-3 LEVEL AND LECTURERS THE P-2 LEVEL. THE DIRECTOR AND THE ASSISTANT DIRECTOR, WHO ALSO SERVES AS A DIVISION HEAD, ARE PAID AT THE UN D-2 AND D-1 LEVEL RESPECTIVELY. THE FACT THAT ADMINISTRATIVE AND TEACHERS' SALARIES ARE PEGGED TO THE UN SALARY SCALE CONTRIBUTE TO THE HIGH COST OF THE INSTITUTE'S OPERATION.

7. THE SENATE OF THE UN INSTITUTE FOR NAMIBIA IS SCHEDULED TO MEET IN LUSAKA MARCH 14-15 AT WHICH TIME THE INSTITUTE'S WORK THUS FAR AND ITS PLANS FOR THE FUTURE ARE TO BE REVIEWED AND APPROVED BY THE SENATE. ACCORDING TO THE INSTITUTE DIRECTOR, DR. H.G. GEINGOB, THE INSTITUTE SPENT US \$1,523,220 IN FY 1976 (UN FISCAL YEAR JANUARY/DECEMBER). MUCH OF THE FY 1976 EXPENDITURE WAS START-UP COSTS SINCE FULL SCALE INSTRUCTION OF THE 100 STUDENTS DID NOT COMMENCE UNTIL SEPTEMBER 1977. THE BUDGET FOR FY 1977 TO BE CONSIDERED BY THE SENATE CALLS FOR EXPENDITURE IN FY 1977 OF US \$2,070,850. A SIGNIFICANT PORTION OF THESE EXPENDITURES ARISE FROM THE RESIDENTIAL
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CHARACTER OF THE INSTITUTE WHICH PROVIDES ALL FOOD, HOUSING AND STIPENDS FOR THE STUDENTS.

8. AS THE BUDGET FIGURES GIVEN ABOVE INDICATE, THE OPERATING COSTS OF THE INSTITUTE AS COMPARED TO THE NUMBER OF STUDENTS SERVED AND THE LEVEL OF INSTRUCTION INVOLVED IS HIGH. (\$15,000 PER STUDENT IN FY 1976--PARTIALLY DUE TO START-UP COSTS AND A PROJECTED \$10,000 IN FY 1977.) EVEN CONSIDERING THAT COSTS OF RUNNING A RESIDENTIAL SCHOOL MUST COME HIGH, IT STILL APPEARS THAT PER CAPITA COST PER STUDENT IS EXCESSIVE. HOWEVER, SET AGAINST THESE HIGH COSTS IS THE FACT THAT THE INSTITUTE HAS AN APPRECIABLE SYMBOLIC VALUE. IT REPRESENTS THE CONCERN AND SUPPORT OF THE WORLD THROUGH THE UN FOR THE PEOPLE OF NAMIBIA. IN THIS REGARD THE INSTITUTE IS UNIQUE AND THE VALUE OF THIS SYMBOLIC FUNCTION IS EXCEEDINGLY DIFFICULT TO DETERMINE. CONSIDERING THE LEVEL OF EDUCATION OF

MOST NAMIBIANS, THE INSTITUTION'S PROGRAM, BASIC AS IT MAY BE, CANNOT BE CONSIDERED ANYTHING OTHER THAN A POSTIVE CONTRIBUTION TO AN EXCEPTIONALLY NARROW BASE.

9. IN FY 1977 THE INSTITUTE COUNTS ON RECEIVING (800,000 OF UNDP FUNDS AND LOOKS TO OTHER DONORS TO MAKE UP THE BALANCE. RECORDS OF PAST CONTRIBUTIONS, APART FROM THAT OF THE US, ARE NOT ENCOQRAGING IN THIS REGARD BUT THE INSTITUTE IS APPROACHING ALL POSSIBLE DONORS AND IS HOPEFUL OF A SPECIFIC SWEDISH GRANT AND POSSIBLY SOME SUPPORT FROM FINLAND, OTHER NORDIC COUNTRIES, AND WEST GERMANY.

10. WE BELIEVE THE US SHOULD CONTINUE ITS SUPPORT FOR THE INSTITUTE DESPITE ITS EVIDENT WEAKNESSES. FOR THE US NOT TO DO SO COULD BE SEEN AS AN INDICATION THAT WE HAVE ABANDONED THE NAMIBIAN EXTERNAL OPTION
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AND HAVE ACCEPTED TURNHALLE. OUR RECOMMENDATION WOULD BE TO LIMIT OUR CONTRIBUTION TO THE SAME AS LAST YEAR. THIS WOULD PERMIT US TO MAINTAIN OUR PUBLIC COMMITMENT TO THE CAUSE OF NAMIBIAN INDEPENDENCE AND AT THE SAME TIME LIMIT OUR EXPOSURE IN AN OPERATION WHICH FROM THE COST BENEFIT POINT OF VIEW LEAVES MUCH TO BE DESIRED.

11. AS FOR A ZIMBABWE INSTITUTE, AS SEEN FROM HERE IT WOULD HAVE TO BE JUSTIFIED ON POLITICAL NOT ECONOMIC GROUNDS. SUCH AN INSTITUTE WOULD BE, AS IS THE CASE OF THE NAMIBIA INSTITUTE, A HIGH COST OPERATION. ONCE AGAIN IT WOULD BE NECESSARY TO FIND THE BUILDINGS, DO THE RENOVATIONS, HIRE AN ENTIRE STAFF AND BE PREPARED TO HOUSE, FEED AND PROVIDE STIPENDS TO THE STUDENTS. IN OUR VIEW, ECONOMICALLY IT WOULD BE MORE EFFICIENT TO SUBSIDIZE EXISTING INSTITUTIONS. THERE ARE, FOR EXAMPLE, SECONDARY SCHOOLS IN LUSAKA WHOSE BOARDING FACILITIES HAVE BEEN CLOSED, BUT WHICH MIGHT BE REOPENED IF A SUBSIDY WERE MADE AVAILABLE. SUBSIDIES TO THIS TYPE OF EXISTING SCHOOL COULD GO TO HIRING ADDITIONAL STAFF, PAYING FOR ROOM AND BOARD FOR THE STUDENTS AND A SHARE OF THE EXISTING OVERHEAD.

12. AS THE DEPARTMENT IS AWARE, ZIMBABWEAN STUDENTS ARE OF HIGHER CALIBRE THAN THOSE FROM NAMIBIA. THIS IS A PLUS IN TERMS OF WHAT A ZIMBABWE INSTITUTE MIGHT PRODUCE IN THE WAY OF FUTURE CIVIL SERVANTS. ON THE OTHER HAND, THEY ARE APT TO BE MUCH MORE POLITICIZED AND THIS COULD PROVE A SERIOUS HANDICAP IN RUNNING AN EFFECTIVE SCHOOLING OPERATION. ANY INSTITUTE IN LUSAKA WOULD BE SUBJECT TO A STRONG ZAPU BIAS.

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Message Attributes

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